

SCHOOL LIFE

OFFICIAL JOURNAL OF THE ★ ★ ★ ★ ★ ★ ★ ★

OFFICE OF EDUCATION

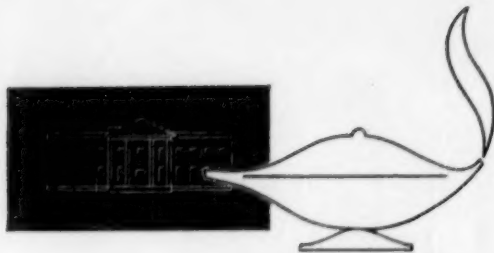
*White House
Conference issue*

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November 1955



When Few Are a Multitude

THE Office of Education welcomes the 2,000 delegates who will gather in Washington next week for the President's White House Conference on Education.

As national conferences go, it is a small delegation. But this fact should not lead us to overlook its full import.

The 2,000 delegates represent at least 500,000 citizens, who at one time or another have participated directly in the local and State conferences leading up to the White House Conference. Figuratively, the conference is the concourse of half a million . . . the multitude of the few, transcending precise numerical limits.

It is a conference in which lay and educator citizens

have shared in the planning. Together they will deliberate in arriving at consensus of judgment on how to move forward in education, at local, State, and national levels.

By design the conference organization was established as an agency independent of the Office of Education, or of any other organization, so that the consensus of the conference could carry the firm authority of "grassroots" deliberations.

The Office wishes to express to the White House Conference Committee and to its staff congratulations on the work it has done. It has enabled thousands of citizens to understand better the educational problems and the facts related to them. It has helped bring to a focus in localities, in each State, and on a national basis the action programs that are needed. It has helped citizens see what they can do to bring about these programs.

The greatest value of the study and the planning will lie in the action that follows the White House Conference, not in what is said there. Educational progress requires work of many over a long time. Citizen-educator teamwork will be required continuously.

The Office of Education has taken initial steps to see that the impetus of citizen-educator activity of the conference shall not be lost. It proposes to lend its full resources to this end on the national level. It anticipates that its effort will be paralleled in each State by the State office of education.

Thus the White House Conference cannot be considered as a culminating activity. Rather it should launch the greatest movement of citizen-educator teamwork for improved education in the history of the United States.

S. M. Brownell

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SCHOOL LIFE, Official Journal of
the Office of Education

Vol. 38 NOVEMBER 1955 No. 2

Published each month of the school year, October through June. To order, send check or money order (no stamps) with subscription request to Superintendent of Documents, Government Printing Office, Washington 25, D. C. Subscriptions, \$1 per year; single copies, 15 cents;

foreign subscriptions, \$1.25. A discount of 25 percent is allowed on orders for 100 copies or more sent to one address within the United States. Printing of *School Life* has been approved by the Director of the Budget (August 16, 1955).

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Address all *School Life* correspondence to CARROLL B. HANSON, Director, Publications Services, Office of Education, Washington 25, D. C.

EVENTS AND DEVELOPMENTS

of national significance

White House Conference Next Week

THE climax is fast approaching in the Nation's study of educational problems. What President Eisenhower asked for in the way of such a study in his state of the Union message in January 1954 is about to culminate in the President's White House Conference, November 28-December 1.

For the Office of Education the coming conference stirs grateful memories of Lee M. Thurston, its first Commissioner in the new Department of Health, Education, and Welfare.

It was in the mind of Dr. Thurston that the idea of a national conference on education was conceived. To this fact Commissioner of Education S. M. Brownell has testified: in an address that he gave last April on the occasion of dedicating a new high school in Detroit to Dr. Thurston's memory, he said, "When I took over the reins that Lee Thurston released, I found that he had talked over his idea with Secretary Hobby, and she with the President. . . . I found the records of his thinking, his planning, and his detailed work on this project."

The Office of Education will be lending approximately 100 members of its staff to the conference to give services of various kinds—assisting with administrative tasks and providing research data. Recently an Office followup committee was assigned to the conference. Coordinated by Donald W. McKone, executive officer, it includes Fred F. Beach,

chief, State School Systems; Howard Cummings, specialist in social sciences and geography; Charles O. Fitzwater, specialist in county and rural school administration; Jane Franseth, specialist in rural education; Ray Hamon, chief, School Housing; Carroll Hanson, director, Publications Services; and Clayton Hutchins, specialist in school finance. Mr. McKone is also assisting in the management of the conference.

International Education

ON OCTOBER 11 Commissioner of Education S. M. Brownell announced that International Educational Relations Branch is the new name in the Office of Education for what was formerly the Comparative Education Branch.

At the same time he designated its director, Bess Goodykoontz, Deputy Assistant Commissioner for International Education (the Assistant Commissioner for International Education is Oliver J. Caldwell).

The changes were made, the Commissioner said, "to obtain the most effective administration of the international activities of the Office and to recognize its increasing responsibilities with respect to international relations."

Good School Practices For Grades 4 to 6

WHAT are the characteristics and needs of children in grades 4 to 6, and what school practices best meet their needs?

These questions are the basis for a 3-year research project that is now going on in the Office of Education, under the direction of a research team of specialists on elementary schools: Helen K. Mackintosh, Paul E. Blackwood, Effie G. Bathurst, Jane Franseth, Elsa Schneider, and Gertrude M. Lewis, coordinator.

The project, formally called "Good Programs for Children in Grades 4, 5, and 6," was begun in the fall of 1954. It will continue through this school year, and the findings will be published soon thereafter, perhaps early in 1957.

So far, 13 one-day regional conferences have been held on the subject in various parts of the United States. In connection with nearly every conference, Office specialists have visited schools in the vicinity in search of practices that local school people consider effective with children in the grades under study.

Conferences With National Groups

TWO conferences are being held this month in the Office of Education's series of meetings with representatives of national organizations having an overall relationship to education.

On November 18 members of the American Association of University Women met at the Office of Education. Among them were Anna L. Rose Hawkes, president; Helen D. Bragdon, general director; Eleanor F. Dolan, associate in higher educa-

tion; and Christine Heinig, associate in childhood and secondary education.

Other members of the delegation were the association's committee on education: The chairman, Nancy Duke Lewis, dean, Petabroke College, Brown University, Rhode Island; Kathrine Koller, chairman, English department, University of Rochester, New York; Mrs. William H. Maltbie, Maryland; Winona Montgomery, Arizona; Kate Heyner Mueller, professor of education, Indiana University.

On November 25, representatives of the National School Public Relations Association will meet.

Present will be Robert E. McKay (president), assistant secretary, California Teachers Association; Sylvia Ciernick (vice president), editor of publications, public schools, Dearborn, Mich.; Lyndon U. Pratt (vice president for membership), executive secretary, Connecticut Education Association; John L. Hunt (northwestern regional vice president), coordinator of school-community relations, Wilmington, Del.; Robert Olds, editor of *Trends*, Public Relations Counsel, Ohio Education Association; and Roy K. Wilson and Beatrice M. Gurdridge, executive secretary and assistant secretary, respectively, of the association headquarters, Washington, D. C.

Fitness Conference Postponed

THE President's Conference on Fitness of American Youth, scheduled for September 27-28 at the Denver White House, has been postponed because of the illness of President Eisenhower.

The Office of Education, which had been assisting in making conference arrangements, has been advised by Vice President Nixon's office that, although plans for reactivation of the conference are being held in abeyance, the conference will be held as soon as possible, probably in the early spring of next year.

About 140 people had been invited

to the Denver conference. Among them were representatives of national organizations interested in education, health, and recreation, and other youth programs, as well as members of civic groups.

The President is looking to the conference to recommend ways in which his office and the Federal Government can appropriately support schools, recreation departments, and other organizations in their efforts to help all children and youth to become fully fit. It is not intended that the conference should focus only on programs for the athletically gifted, nor on prevention of juvenile delinquency *per se* except as such prevention is a by-product of wholesome youth programs.

Associations for School Library Assistants

STUDENT library assistants at colleges and universities are earning recognition for themselves as an important group in library service, reports Nora E. Beust, office specialist for school and children's libraries.

In an address she made at a student librarians' conference at Wisconsin State College, Oshkosh, on October 14, she pointed out a new trend that is appearing among library assistants in many parts of the country: their banding together into State or district organizations. "Student library assistants," she said, "have statewide associations in 11 States, and in another 4 States they are reported to have district associations."

Recruiting Teachers

LOCAL communities all over the United States are showing that they feel a responsibility for recruiting qualified teachers for their elementary schools.

Just what these communities are doing to attract good teachers has been a subject for study this year by the staff of the Elementary Schools Section, Office of Education.

Information has been gathered from more than 40 different commu-

nities in 15 States, and findings have now been published in a brief, *What Some Communities Are Doing to Recruit Elementary Teachers*, written by Jane Franseth, specialist in rural education.

Many schools and communities in effect advertise themselves as offering attractive opportunities for teachers. Others help high-school students learn about teaching, either by offering special courses, providing cadet teaching experience, or otherwise making it possible for students to study their own competencies in relation to important qualifications for teaching. As an example of this last method of recruitment, Dr. Franseth mentions the Future Teachers of America, which flourish in approximately 1,700 high schools and have a membership of more than 43,000.

In many communities local organizations, such as the chamber of commerce, the American Association of University Women, the Parent-Teacher Association, Delta Kappa Gamma, the citizens commissions for public schools, and a number of service organizations, are helping to recruit teachers.

Most communities that are aware of their responsibilities for recruitment are trying to make teaching more attractive. They are looking to the salaries they offer, the working and living conditions, the prestige, the security.

And some communities are finding out who among their adult members have once been trained for teaching. These persons are being offered brief and concentrated refresher courses to prepare them for service as substitute teachers or as emergency classroom teachers.

This study on teacher recruitment is one of several proposed by the Office on how to meet the teacher shortage. Next on the schedule is an examination of what the States are doing to recruit elementary teachers. Later will come a study of what is being done through effective programs of inservice teacher education to retain good teachers.

PUBLIC LAWS of interest to EDUCATION

Briefed here, 23 laws of national significance

PROPOSED Federal legislation with educational implications has attained great volume within the past 2 years, according to Melvin W. Sneed, director, Laws and Legislation Branch, Office of Education. In the 1st session of the 84th Congress at least 650 bills were introduced that touched on education either directly or indirectly. For this one session alone, the number almost equaled the 700 introduced in both sessions together of the preceding Congress.

The bills covered a wide range of subject matter. Greatest volume was on the subjects of educational benefits for veterans, general aid for school construction, and aid for federally affected areas, library services, and fine arts.

Although no enactment on general Federal aid for school construction resulted in the first session, the subject received more attention in congressional committees than any other matter of interest to education. On major school construction proposals, at least 34 days of public hearings were held intermittently from January through May in either the Senate or the House.

Of 11,914 bills introduced in the first session, 390 became public law, a number of which are significant for education. Twenty-three of those with some general import for education are briefed here, in the order of their public law numbers.

VETERANS' EDUCATIONAL TRAINING. Public Law 7, February 15, 1955, amended the Veterans Readjustment Assistance Act of 1952 (38 U. S. C. Sec. 911) so as to provide that persons serving in the Armed Forces on January 31, 1955, may continue to accrue educational benefits under that

Act after January 31, 1955, or until completion of military service. No education or training shall be afforded after January 31, 1965.

FOREIGN SERVICE PERSONNEL. Public Law 22, April 5, 1955, amended the Foreign Service Act of 1946, as amended, by authorizing financial assistance to foreign-service personnel for the purpose of financing adequate elementary and secondary education of their dependents during service abroad of such personnel.

SCHOOL CONSTRUCTION. Public Law 24, April 22, 1955, appropriated an additional amount of \$20 million for payments to school districts and \$48.5 million for assistance for school construction in federally affected areas.

LOYALTY DAY. Public Law 26, April 27, designated May 1, 1955, as Loyalty Day in recognition of the heritage of American freedom. It requested the President to issue a proclamation inviting schools to observe such a day with appropriate ceremonies and flag display.

FINE ARTS. Public Law 45, May 25, 1955, amended the act establishing a commission of fine arts (40 U. S. C. Secs. 104-106) by increasing the authorized expenditure from \$10,000 per year to \$35,000.

FEDERAL SURPLUS PROPERTY. Public Law 61, June 3, 1955, amended the Federal Property and Administrative Services Act of 1949 so as to make clear the congressional intent that surplus property which is carried in a "working-capital" or similar fund in any Federal agency may be considered for donation to educational or health institutions on the same basis

as surplus property which is not carried in such a fund.

INDIAN EDUCATION AND SPECIAL COMMISSIONS. Public Law 78, June 16, 1955, appropriated for the Department of the Interior and related agencies for the fiscal year ending June 30, 1956, the sums of \$41,764,995 to provide educational and welfare services for Indians; \$3,100,000 to be used in part to assist Indians attending public and private schools; \$21,200 for expenses of members of the Commission of Fine Arts; and \$10,000 for operation of the Woodrow Wilson Centennial Celebration Commission to June 30, 1957.

MUSEUM OF HISTORY AND TECHNOLOGY. Public Law 106, June 28, 1955, authorized an appropriation of \$36 million for expenses incident to the construction of a suitable building for a Museum of History and Technology in Washington, D. C., and established a 10-member joint congressional committee to advise with the regents of the Smithsonian Institution on the planning and construction of such a building.

INDEPENDENT OFFICES. Public Law 112, June 30, 1955, appropriated additional funds for various independent offices for the fiscal year ending June 30, 1956, as follows: \$15,000 additional to Alexander Hamilton Bicentennial (\$10,000 originally authorized by 83d Congress); \$16 million for the National Science Foundation, including graduate fellowships, and \$10 million for the International Geophysical Year program of that Foundation; and not to exceed \$500,000 for administrative expenses of the Housing and Home Finance Agency for the college housing loan program.

RESERVE OFFICERS. Public Law 115, June 30, 1955, amended the Reserve Officer Personnel Act of 1954 by changing certain parts pertaining to accreditation of educational achievement toward promotion points for reserve officers and clarified other administrative procedure for promotion.

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Programs of financial

SUPPORT for the PUBLIC SCHOOLS

TRADITIONALLY the financial support of public schools in the United States has been provided by local taxes. In recent years, however, proportions from State and Federal sources have been increasing. A comprehensive depiction of this changing situation—*Public School Finance Programs of the United States*—has been published this year by the Office of Education. The 251-page report provides basic facts that will help school administrators and citizens in general to see where they stand today with respect to State and national investment in public education.

Prepared by Clayton D. Hutchins, Office of Education specialist in school finance, and Albert R. Munse, research assistant, the publication contains information about both State and local programs of public school finance in the 48 States, the District of Columbia, Alaska, American Samoa, Canal Zone, Guam, Hawaii, Puerto Rico, and the Virgin Islands, and should serve as a useful reference source for citizen groups, parent-teacher associations, boards of education, legislators, and educators. It may even spare the State departments of education from the necessity of responding to many direct inquiries regarding their school finance programs.

DATA and discussions of this study pertain to the 1953-54 school year and are similar to those for the 1949-50 school year included in Circular No. 274, issued by the Office of Education in 1950.

However, in some respects, the present publication is more comprehensive than Circular No. 274. For instance, statements averaging four pages per State are included which detail the finance programs in all of the States and in the outlying parts of the United States. These state-

ments supply information about State funds for schools, procedures for calculating allocations of State funds, and provisions for securing local funds for the public schools.

DR. HUTCHINS and Mr. Munse begin their report by pointing out that, although the public schools in the United States have been chiefly supported by local taxes, they have had also important revenues from the State governments. Unfortunately, until the 1920's, allocation of State funds was made, in many cases, without considering the needs and abilities of individual districts and without any attempt to define a generally acceptable level of expenditure for the schools. This type of assistance, called variously flat-grant aid, matching aid, or reimbursement aid, was granted to all school districts, whether they were financially weak or financially strong.

Such flat-grant aid produced unequal financial support programs for schools throughout a State. Many communities were lacking in local funds and needed greater State aid to provide a satisfactory program. The same amount of State aid allocated to a wealthier community, however,

The report *Public School Finance Programs* was made possible by the cooperation of the chief State school officers and their staffs in accumulating, reporting, and reexamining essential school finance data for the publication. Inquiries were sent to State departments of education late in 1953. Significant materials were selected from responses to these inquiries, organized into standardized presentations, and returned to the State officers for verification, correction, and approval. The approved statements were then reproduced for State-by-State reports, and certain items selected from them for the national tabulations.

often produced higher support levels for the local school districts. It became apparent that a standard program of education for every child or classroom in the State required a definition.

SINCE the 1920's, many States have set up standard programs, usually designated as "basic" or "foundation" programs. These programs provide assistance in recognition of the financial ability or lack of ability to provide local funds for schools. Such assistance is referred to as "equalizing" in contrast to "flat-grant" distribution.

The report points out that some of the statutes providing for foundation programs "are extremely brief, merely specifying an amount per child or per classroom for the year. Other legislation for foundation programs is quite extensive and describes in detail the amounts approved for many specific items of the school budget." Thus is reflected in each case the degree of confidence reposed in boards of education by the legislatures.

THE funds provided to support the program are derived from both State and local sources. "The State funds, used in guaranteeing the level of the foundation program to each school district, are adjusted to local financial ability. Thus, districts having lower financial abilities will also have proportionately greater State allocations to help in providing the foundation."

THE Hutchins-Munse study reveals that the foundation program plan for providing State and local revenues for education has been extended over the last 20 years. This would seem to show that the State governments and the local school districts have established a partnership arrangement for supporting the basic

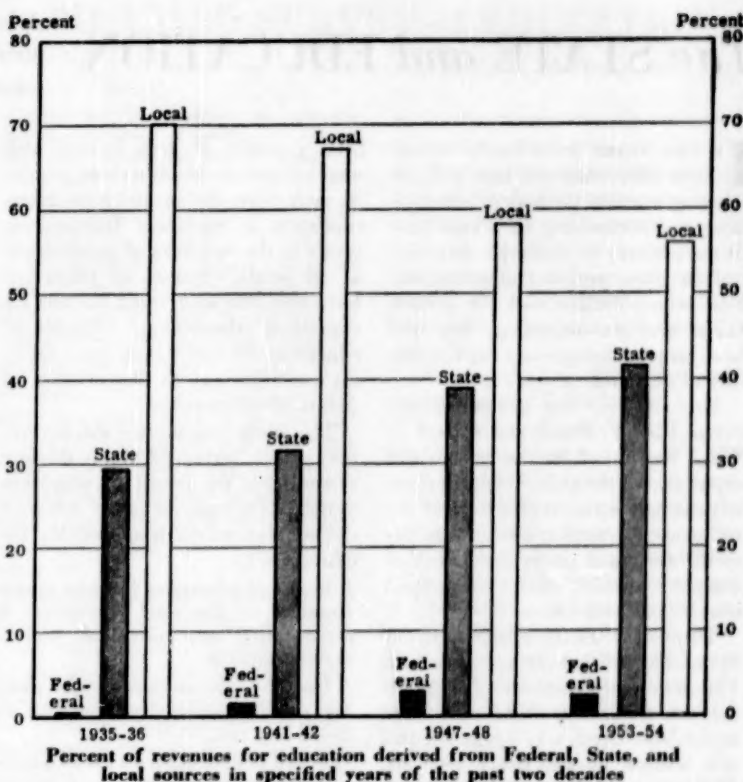
amount of education available for every child in the State. The foundation plans have not denied communities the right to levy taxes in excess of the amount required as their share toward the foundation. Thus, a basic program is assured without limiting the total program a community may provide for its schools.

IMPORTANT trends in school support are reflected in the accompanying chart, selected from the many informative ones in the report. For example, more than 70 percent of all the dollars for the Nation's public elementary and secondary schools came from local revenues in 1935-36. By 1953-54 the percentage of local revenue had decreased to an estimated 56.1 percent. At the same time proportions of revenues from Federal and State sources had been increasing. On the basis of the trends of the past 20 years, the report ventures the prediction that the States, on the average, will soon be providing more than half the cost.

The shift from local taxes is explained as "partially due to difficulties with the general property taxes and to the ease with which new State taxes are enacted, collected, and distributed. The change also indicates the desire of many States to help provide essential funds for public schools, to secure more equalization of the tax burden, and to assure more acceptable foundation programs of education."

The report shows that, in contrast with more sensitive taxes, "the general property tax is steady and shows a considerable amount of lag in adjusting to changing economic conditions." In some respects, this provides a stable base to meet the continuing need for financing education. "However, when prices are going up and employees of the schools are leaving for higher paying positions, many have wished that at least a portion of the revenues might be more closely associated with the business cycles."

SOURCES of school revenues for the 1953-54 school year are analyzed in considerable detail in this



study, both by States and nationally. One aspect of this analysis reveals that most State funds for schools become available through legislative enactment, some are allocated from earmarked State taxes for schools, and a small amount is derived from permanent school endowments. The report shows in tabular form the amount from each of these sources for the several States and the outlying parts of the United States.

THREE hundred and fifty-eight separate State aids for local school systems were reported for this study. In order to discuss and analyze these aids more effectively, Hutchins and Munse have classified them by two kinds of purposes—general and special—and by two kinds of distribution methods—flat-grant and equalizing. In addition, some States provide aid through loan funds, thus making a total of five classes identified.

ONE chapter of the report deals with county and local support for education and draws some significant conclusions with regard to the general property tax. Assessed valuations, the base for the tax, are studied with reference to other indices of ability to pay taxes with a view toward more equitable allocations of State funds. The issuance of school bonds comes in for its share of attention in connection with county and local support for education. Another chapter reviews the subject of school audits, and draws comparisons among the States as to fiscal years, prescribed budget forms, audits, and similar matters.

THE study concludes with a final chapter of nearly 200 pages in which are reproduced the State-by-State presentations for all of the 48 States, the District of Columbia, and the 7 outlying parts of the United States.

The STATE and EDUCATION

A basic text that focuses on the structure and control of public education at the State level

IN THE YEARS immediately ahead, State after State will face with increasing urgency the task of reorganizing and revitalizing its administrative machinery to supervise and control the State program of education. Few responsibilities call for greater vision and understanding; few will have larger consequences for the destiny of the whole people.

This situation has arisen, according to Fred F. Beach and Robert F. Will,* because of the vast growth and expansion of the public education enterprise to meet mounting tides of enrollments, spectacular advances in our civilization, and newer demands that our place in world affairs makes upon educational institutions.

To provide useful information for States that will embark upon this task, *The State and Education: The Structure and Control of Public Education at the State Level*, a 175-page volume, was written by Dr. Beach and Mr. Will in cooperation with the Study Commission of the Council of Chief State School Officers. It was published this fall by the Office of Education as the culmination of a 2-year nationwide study.

The publication will be useful to governors, members of State legislatures, legislative reference bureaus, State educational officials, school board members on both local and State levels, students of political science and school administration—in short, to anyone concerned with improving the organization and administration of public education.

Considering the broad scope of the study, only a few highlights will be treated here.

Why have boards of education?

The authors point out that the control of public education has always

been a matter of deep interest and vital concern to the American people. In each State the people have given education a relatively independent status in the structure of government at all levels. Boards of education have been the instrument for this independent relationship. "Boards of education are one of America's greatest contributions to the science of public administration."

The study enumerates the reasons why people "have held firm to the conviction that the board of education system is far superior to any other yet devised for establishing policies for education":

A board of education is more representative of the total population it serves than an individual policy-making agent is.

A board of education can make wiser and sounder policy decisions than an individual can.

A board of education serves as a safeguard against the abuses of discretionary powers.

A board of education acts as a safeguard against the involvement of education in partisan politics and the spoils system.

A board of education is a safeguard against needless disruptions in the continuity of an educational program. A board of education provides an economical means for management and control of the educational program.

A board of education provides a safeguard against fraud and malfeasance.

Boards classified

The study develops a long-needed system of classification for boards of education in terms of their major responsibilities. Boards are classified under two major headings: (1) Those for schools and colleges, and (2) those for supplementary programs.

Boards for schools and colleges fall into three major types: Governing

boards, regulatory leadership boards, and dual-purpose boards.

A governing board is responsible for the direct operation of one or more educational institutions.

A regulatory leadership board heads a State system of educational institutions which are operated by governing boards.

A dual-purpose board provides both services. It operates certain institutions and regulates a system of institutions.

Two main types of boards for supplementary programs are identified:

An advisory board has no administrative powers. Its primary purpose is to study conditions, prepare reports, and make recommendations.

An administrative board for a supplementary program has definite management responsibilities but is not empowered to operate an educational institution nor to regulate a system of educational institutions. An administrative board is generally responsible for a statewide program of educational service; it may be assigned responsibility for various aspects of the work of an educational institution.

Miracle of American ingenuity

"No problem in State government," say Dr. Beach and Mr. Will, "put American ingenuity to a greater test than the development of the structure and method of control for the common school system. It was not an easy task to establish a State system which would allow the people in each school community a voice in the control, management, and operation of their schools and yet insure statewide minimum standards and foster the development of continually improved programs of education."

The answer was found in the regulatory leadership State board of education. A decentralized system of common schools was established in every

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*Dr. Beach and Mr. Will are chief and research assistant, respectively, State School Administration, Office of Education.

EVEN as the Office of Education looks back on one *Biennial Survey of Education in the United States* just completed, it is already well into its work on the next one. So continuous is the process of gathering, analyzing, and publishing of educational data—the basic facts and figures on the organization, staff, students, finances, property, curriculum, etc., of organized education—that the survey for one biennium practically treads on the heels of the next.

The last of the six chapters that make up the survey for 1950–52 (i. e., from July 1, 1950, through June 30, 1952) came off the press in October; but the first chapter of the survey for 1952–54, the one now in process, has already preceded it by several months. Chapters for each biennium are printed as soon as they are completed and do not appear consecutively: the last one to be published for 1950–52 was chapter 1; the first one for 1952–54 was chapter 5.

For 1950–52, then, only the index remains to be published. The six chapters, now all available for purchase,* are these (individual chapters cover only 1 year of the biennium):

1. *Statistical Summary of Education, 1951–52* (a conspectus of education from kindergarten to university for both public and private schools; covers not only number of schools, students, graduates, and staff, but also income and expenditures), 30 cents.

2. *Statistics of State School Systems, 1951–52* (for public elementary and secondary schools, covers organization, staffing, enrollment, and finances), 35 cents.

3. *Statistics of City School Systems, 1951–52* (covers staffing, enrollment, and finances for selected school systems of 2,500 population or more), 45 cents.

4. *Statistics of Higher Education, 1951–52: Section I, Faculty, Students, and Degrees; Section II, Receipts, Expenditures, and Property*; 35 cents for each section.

5. *Statistics of Public Secondary Day Schools, 1951–52* (covers enrollment, number of schools, and professional staff, but not income and expenditures), 35 cents.

6. *Statistics of Libraries in Institutions of Higher Education, 1951–52* (covers administrative facts—book and other stock, cir-

ulation, interlibrary transactions, reference service, personnel, expenditures, and so forth, but nothing on physical plant), 25 cents.

In the 1952–54 *Survey* there will be five chapters. Chapter 5, the one already published, is *Statistics of Special Education for Exceptional Children 1952–53*, limited to data on staff and students; the previous report on this subject was for 1947–48. The subjects of the first 4 chapters are the same each biennium; it is only the others that appear on a less regular basis. For example, statistics on offerings and enrollments in high-school subjects were last collected for 1948–49; and on public library systems, for 1949–50.

Persons interested in receiving as promptly as possible the statistical information gathered in each biennial survey need not wait until the chapters are finally published. For them, the Office provides advance information on each chapter, in the form of a brief circular, which not only gives the statistical highlights in tabular form but supplies brief commentary on significant developments.

Advance State school data for 1953–54

One of these (Circular 459) appeared last month for chapter 2, on State school systems in 1953–54. Samuel Schloss, specialist in educational statistics, and Carol Joy Hobson, research assistant, who prepared the circular, explain that the figures for public elementary and secondary schools are based on returns from the first 35 States and 5 outlying parts that furnished reasonably complete data, but they caution the reader that the figures are tentative and subject to revision.

For each reporting State and for the Nation (estimated on the basis of States reporting thus far) the statistical table in the circular shows (1) population, total and school-age; (2) number of pupils enrolled; (3) aver-

age daily attendance; (4) number of high-school graduates; (5) number of instructional staff members; (6) average salary per member; (7) receipts, revenue and nonrevenue; (8) expenditures by major purpose; and (9) current expenditure per pupil in average daily attendance. National figures are compared with those for 1951–52.

All along the line, 1953–54 showed increases over 1951–52:

- Total population was up 3.2 percent; but school-age population was up a good deal more—10.1 percent. The 22,544,000 pupils in public elementary schools represented an increase of 9 percent; the 6,275,000 in public secondary schools, an increase of 6.7 percent. And average daily attendance for pupils in both schools—25,637,000—had increased 10.2 percent. The number of public high-school graduates showed a gain of 7.3 percent.

- Instructional staff in both elementary and secondary schools gained 87,000 members, an increase of 8.6 percent, topping slightly the 8.5-percent increase in pupil enrollment. The average annual salary of the instructional staff rose from \$3,450 to \$3,835, but if purchasing power of the dollar is taken into consideration, the increase was only 8.7 percent over 1951–52.

- Revenue receipts (from such sources as appropriations, taxes, permanent funds, and leases of school land) showed a gain of 22.4 percent; non-revenue receipts (from bond sales, loans, and sale of property), 53.9 percent.

An analysis of revenue receipts reveals that out of each dollar the Federal Government contributed 4.7 cents; State Governments, 37.4 cents; intermediate administrative units (such as counties), 5.3 cents; and local governments, 52.6 cents.

Single copies of the circular may be had upon request from the Office of Education, Washington 25, D. C.

*From the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

PUBLIC LAWS

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MILITARY TRAINING. Public Law 118, June 30, 1955, amended the Universal Military Training and Service Act by reducing the time requirement for the period of active duty for reserve military personnel; extended from July 1, 1955, to July 1, 1959, the termination date for Universal Military Service and Dependents Assistance Acts; and modified the act applying to doctors, dentists, and allied specialists by changing the age requirements for active service and extending the termination date from July 1, 1955, to July 1, 1957.

D. C. AUDITORIUM COMMISSION. Public Law 128, July 1, 1955, established a District of Columbia Auditorium Commission consisting of 21 members. The Commission, with a \$25,000 authorization, was directed to consider a site, procure plans, formulate a method of financing, and report to the President and Congress with its recommendations by February 1, 1956.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE. Public Law 195, August 1, 1955, appropriated for the Department of Health, Education, and Welfare and certain related agencies for the year ending June 30, 1956, as follows: American Printing House for the Blind, \$224,000 for education of the blind; Freedmen's Hospital (including salaries of technical and professional personnel), \$2,880,000; Gallaudet College, \$539,000 for personal services and miscellaneous expenses and \$2,225,000 for construction and equipment; Howard University, \$2,875,400 for salaries and expenses, and \$2,130,600 for construction; Office of Education, \$121,251,500; and Office of Vocational Rehabilitation, \$39,075,000.

SUPPLEMENTAL APPROPRIATIONS. Public Law 219, August 4, 1955, appropriated \$120,000 additional to Alexander Hamilton Bicentennial Commission; \$40,000 to Boston National Historic Sites Commission;

\$82,500 to John Marshall Bicentennial Commission; \$2,238,000 to Smithsonian Institution for Museum of History and Technology; \$220,000 to Office of Education for salaries and expenses, White House Conference on Education.

NATIONAL OLYMPIC DAY. Public Law 220, August 4, 1955, requested the President to proclaim October 22, 1955, as National Olympic Day and urge all citizens to support the 16th Olympic Games to be held in 1956.

INDIAN LANDS. Public Law 255, August 9, 1955, authorized the Secretary of the Interior to approve release of restricted Indian lands by Indian owners for educational, public, religious, recreational, residential, business, and other purposes requiring the grant of long-term leases.

"ON-FARM" TRAINING VETERANS. Public Law 280, August 9, 1955, amended the Veterans Readjustment Assistance Act of 1952 by providing that education and training allowances of "on-farm" training veterans may not be reduced for 12 months after they have begun training.

TRAINING FACILITIES FOR ARMED FORCES. Public Law 302, August 9, 1955, amended the National Defense Facilities Act of 1950 by increasing from \$250 million to \$500 million the amounts authorized for expanding State facilities for administering and training of units of the reserve components of the Armed Forces.

MILITARY RESERVE FORCES. Public Law 305, August 9, 1955, amended the Armed Forces Reserve Act of 1952 by increasing the Ready Reserve personnel quota from 1,500,000 to 2,900,000, and also changed the training requirements to a minimum of 48 scheduled drills and 17 days' active duty training annually. It improved reserve reemployment rights, provided greater sickness and medical benefits, and increased the monetary consideration for the reservist.

COLLEGE HOUSING. Public Law 345, August 11, 1955, amended Title IV of the Housing Act of 1950 relating

to college housing by increasing from \$300 million to \$500 million the amount of loans that may be outstanding at any one time. It also expanded the program to include additional types of self-liquidating educational facilities, provided for a decreased interest rate to borrowers, and lengthened the maximum maturity on loans from 40 to 50 years.

ADMISSIONS TAXES FOR OLYMPIC EVENTS. Public Law 354, August 11, 1955, amended Section 4233 of the Internal Revenue Code of 1954 by exempting any admissions to an athletic event of the United States Olympic Association from payment of admissions taxes.

PRESIDENTIAL LIBRARIES AND PAPERS. Public Law 373, August 12, 1955, amended the Administrative Services Act of 1949 in relation to acceptance and storing of public documents by enlarging the fields covered by such documents and materials and authorizing the collection of documents of historical significance of other governmental personnel. It authorizes the Administrator to accept on behalf of the United States any gifts of land, buildings, equipment, or materials of historical significance of present or former Presidents of the United States, to administer and care for them, and dispose of these materials when they are no longer of permanent value.

FEDERALLY AFFECTED AREAS. Public Law 382, August 12, 1955, amended Public Law 374, 81st Congress, by extending for one additional fiscal year assistance to local educational agencies in areas affected by Federal activities; liberalized the formula for calculating payments; postponed for 1 more year the 3-percent absorption requirement; provided for the transfer of title to certain federally constructed school facilities to local educational agencies; and improved the administrative machinery for services to certain "unhoused" and Indian children.

STATE AND EDUCATION

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State, with a regulatory leadership agency heading the system, and with local governing boards operating the schools within its system.

"This miracle of American ingenuity," as *The State and Education* calls the structural pattern of control for public elementary and secondary schools, "may well be the most significant development in State school administration of the century. It is now universally accepted as the American way, the democratic method of providing public education programs in our Nation."

The State board of education

The State board of education has developed special meaning in educational literature. It is the *regulatory leadership board* for the common school system.

In American education, State boards of education have steadily increased in power and influence. A few statistics illustrate changes over the last 10 years. In 1945 there were 38 State boards of education. In 1954 there were 44. Significantly, no State that had a board in 1945 abolished it during the subsequent decade.

There is a trend toward electing State boards of education by the people. In 1945 only Nevada and Louisiana provided for the popular election of board members. By 1954, five more States had adopted the practice* and Washington elected its board members at conventions of school board directors.

The ex officio board and ex officio board member, it was reported, are slowly disappearing. Only three State boards of education were composed wholly or mostly of ex officio members in 1954.

There is a strong trend toward placing vocational education, State schools for the deaf and the blind, and public junior and community colleges under State boards of education.

*Ohio also provided for a popularly elected State board of education in 1955.

In addition, more State boards of education appoint their executive officers. In 1945 only eight boards appointed the chief State school officer. In 1954 this number had increased to 18, an average increase of 1 per year.

Unified systems for educational institutions at State level

Though each State has a unified system of common schools operated at the local level, there is no comparable system in the 48 States for schools and colleges operated at the State level. The study discloses that a number of practices are followed, but notes that "the trend is definitely toward placing these institutions within systems."

As *The State and Education* discloses, the growth and expansion of education, the increase in the number of State-level institutions, and the multiplication of State government services "are making it increasingly difficult for legislatures to deal individually with many State educational institutions." The same reasons are now being advanced for establishing unified systems for State level institutions as were advanced over 100 years ago for unified common school systems. Moreover, a number of States already have established unified systems and many others have recently conducted surveys and studies to determine their future course.

The system that will be established by the States, the study continues, will depend largely upon answers to the following questions:

Should there be decentralized control and operation of all State educational institutions with central supervision and guidance of the entire system by an educational agency? If so, a regulatory leadership board is needed to head the system.

Should there be centralized control, administration, and operation of all State educational institutions? If so, a single governing board is needed. The individual governing boards for each institution would be abolished.

Should all of the State institutions be placed under the jurisdiction of the State board of education in either a regulatory or governing board relationship? The individual governing boards would be retained if a decentralized system of control should be chosen, but would be abolished if a centralized system of control should be chosen.

The current trend in overall State structure and control is toward having two major State educational agencies with coordinate responsibility: (1) The State board of education for the common school system, and (2) a State education board for educational institutions not under the State board of education. The study stresses that this trend may be an intermediate stage in the further development of the State structure for education. "As State educational institutions come to be headed by regulatory boards and as State programs of education increase in scope and complexity, legislatures may find it desirable to establish a single educational authority."

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EDUCATION IN THE UNITED STATES OF AMERICA. Revised, 1955. 72 p. 45 cents. (Special Series, No. 3.)

*PUBLIC SCHOOL FINANCE PROGRAMS OF THE UNITED STATES, by *Clayton D. Hutchins* and *Albert R. Munse*. 1955. 251 p. \$1.50. (Misc. No. 22.)

PROGRAMS BELOW THE BACHELOR'S DEGREE LEVEL IN INSTITUTIONS OF HIGHER EDUCATION, 1953-54, by *Alice Yeomans Scates*. 1955. 50 p. 25 cents. (Bul. 1955, No. 9.)

RESIDENT, EXTENSION, AND ADULT EDUCATION ENROLLMENT IN INSTITUTIONS OF HIGHER EDUCATION: NOVEMBER 1954, by *William A. Jaracz* and *Mabel C. Rice*, under the general direction of *Herbert S. Conrad*. 1955. 34 p. 30 cents. (Cir. No. 454.)

*THE STATE AND EDUCATION: THE STRUCTURE AND CONTROL OF PUBLIC EDUCATION AT THE STATE LEVEL, by *Fred F. Beach* and *Robert F. Will*. 1955. 175 p. \$1. (Misc. No. 23.)

STATISTICS OF LAND-GRANT COLLEGES AND UNIVERSITIES, YEAR ENDED JUNE 30, 1954, prepared by *Neva A. Carlson*

*Reviewed in this issue.

under the direction of *Mabel C. Rice* in consultation with *Lloyd E. Blanch*. 1955. 61 p. 25 cents. (Bul. 1955, No. 8.)

STATISTICAL SUMMARY OF EDUCATION, 1951-52, by *Rose Marie Smith*, under the general direction of *Emery E. Foster*. 1955. 65 p. 30 cents. (Biennial Survey of Education in the United States, 1950-52, Ch. 1.)

STRENGTHS AND WEAKNESSES OF THE JUNIOR HIGH SCHOOL: PROCEEDINGS OF THE NATIONAL CONFERENCE, WASHINGTON, D. C., FEBRUARY 24-26, 1955, by *Walter H. Gaumnitz*, comp. 1955. 56 p. 40 cents. (Cir. No. 441.)

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*MORE EFFECTIVE USE OF BUSINESS-SPONSORED HOME ECONOMICS TEACHING AIDS. 1955. 4 p. (Misc. 3485.)

*PRELIMINARY STATISTICS OF STATE SCHOOL SYSTEMS, 1953-54: PROVISIONAL DATA FOR 35 STATES AND ESTIMATES FOR CONTINENTAL UNITED STATES, by *Samuel Schloss* and *Carol Joy Hobson*. 1955. 4 p. (Stat. Cir. No. 459.)

STATISTICS OF COUNTY AND REGIONAL LIBRARIES SERVING POPULATIONS OF 50,000 OR MORE: FISCAL YEAR 1954, by *Mary M. Willhoite*. 1955. 4 p. (Cir. No. 449.)

*WHAT SOME COMMUNITIES ARE DOING TO RECRUIT ELEMENTARY TEACHERS, by *Jane Franseth*. 1955. 16 p. (Education Brief No. 31.)